

Message Text

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INFO OCT-01 ISO-00 CIAE-00 PM-03 INR-07 L-03 ACDA-05

NSAE-00 PA-01 SS-15 PRS-01 SP-02 TRSE-00 SAJ-01

ERDA-05 H-02 IO-10 OIC-02 OMB-01 SAM-01 NSC-05 USIE-00

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FM USMISSION NATO

TO SECSTATE WASHDC IMMEDIATE 3073

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INFO AMEMBASSY BONN PRIORITY

USNMR SHAPE PRIORITY

USCINCEUR PRIORITY

USLOSACLANT PRIORITY

C O N F I D E N T I A L SECTION 1 OR 2 USNATO 4273

E.O. 11652: GDS

TAGS: MPOL, NATO, CSCE, PARM, PFOR

SUBJECT: CSCE/CBMS: THE AUTUMN FORGE EXERCISE SERIES

REF: A) STATE 187143

B) USNATO 4246

C) STATE 185396

D) STATE 179558

BEGIN SUMMARY: NAC (VICE DPC) CONVENED ON AUGUST 8 TO DISCUSS PUBLIC AFFAIRS ASPECTS AND CSCE/CBMS RAMIFICATIONS OF THE AUTUMN FORGE EXERCISE SERIES. AFTER HEARING REPORTS OF CONSULTATIONS IN THE MILITARY COMMITTEE AND THE POLADS, NAC DISCUSSION CONCENTRATED ON THE US PROPOSAL FOR INITIAL GENERAL CSCE NOTIFICATION OF THE AUTUMN FORGE SERIES. US CHARGE STREATOR REVIEWED IN DETAIL AND FURTHER ELABORATED ON THE US PROPOSAL, AND TABLED AN ILLUSTRATIVE TEXT OF A GENERALIZED CSCE DIPLOMATIC NOTIFICATION OF AUTUMN FORGE. THE US PROPOSAL, HOWEVER, ENCOUNTERED DETERMINED OPPOSITION FROM THE FRG, UK, FRANCE, NETHERLANDS, BELGIUM AND DENMARK. ONLY CANADA CONFIDENTIAL

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NORWAY AND ITALY SUPPORTED THE US INITIATIVE. ASYG PANSA ASKED DELEGATIONS TO SEEK NEW INSTRUCTIONS AND NAC REMANDED MATTER TO POLADS WHICH WILL CONVENE AUGUST 11. END SUMMARY.

1. ON AUGUST 8, DPC WAS IN PROCESS OF CONVENING WHEN FRENCH DELEGATION REQUESTED THAT AUTUMN FORGE MATTERS BEFORE THE DPC BE CONSIDERED BY THE NAC. AFTER SHORT DELAY, THE FRENCH AND GREEK AMBASSADORS JOINED THE 13 OTHERS.

2. ACTING SYG PANSA CALLED UPON ACTING MILITARY COMMITTEE CHAIRMAN LT. GEN COLLADAY (US) FOR RESPONSE OF MILITARY AUTHORITIES TO QUESTIONS POSED BY THE JULY 31 DPC. COLLADAY CALLED ATTENTION TO TWO MILITARY COMMITTEE DOCUMENTS KMCM-52-75 AND MCM-53-75, BOTH TEXTS SEPTELS) WHICH SET FORTH RESPECTIVELY MILITARY VIEWS ON CSCE/CBM AND PRESS ANNOUNCEMENT ASPECTS OF THE AUTUMN FORGE SERIES. IN SUM, THE MILITARY COMMITTEE TOOK THE VIEW THAT AUTUMN FORGE SHOULD NOT BE PRE-NOTIFIED TO STATES PARTICIPATING IN CSCE. HOWEVER, THERE WOULD BE NO MILITARY OBJECTION TO "SEPARATE FORMAL ANNOUNCEMENT OF THIS VALUABLE NEW CONCEPT, IF IT WERE CONSIDERED THAT THERE WOULD BE POLITICAL ADVANTAGES IN DOING SO, AND NO PRECEDENT TO BE SET THEREBY". CONCERNING THE AUTUMN FORGE PRESS RELEASE, COLLADAY CALLED ATTENTION TO SACEUR'S VIEW THAT PRESS RELEASE SHOULD INCLUDE A STATEMENT THAT THE NATIONS PARTICIPATING IN THE EXERCISE SERIES WILL MAKE NATIONAL NOTIFICATION AS APPROPRIATE IN ACCORDANCE WITH THE CSCE FINAL ACT.

3. POLAD'S CHAIRMAN KILLHAM REPORTED TO THE COUNCIL THAT THE POLITICAL COMMITTEE WAS SHARPLY DIVIDED ON THE US PROPOSAL FOR GENERAL CBMS NOTIFICATION OF THE AUTUMN FORGE SERIES. CONCERNING THE PRESSRELEASE, POLADS RECOMMENDED ITS APPROVAL WITH AMENDMENT IN THE NATURE OF THAT SUGGESTED BY SACEUR (SEE PARAGRAPH ABOVE)
COMMENT: THIS IS SIMILAR TO DANISH PROPOSAL IN PARA 2 REF. B.
END COMMENT.

RM PANSA SAID IN HIS JUDGMENT CBM NOTIFICATION QUESTION WAS BOTH MORE IMPORTANT AND MORE URGENT THAN THE PRESS RELEASE, AND HE ASKED COUNCIL'S VIEWS ON THE FORMER. DRAWING ON REFS. C AND D, STREATOR REITERATED THE USPROPOSAL AND RESPONDED IN DETAIL TO THE ARGUMENTS WHICH HAD BEEN MADE AGAINST IT IN PREVIOUS DPC AND POLAD'S DELIBERATIONS. STREATOR ALSO TABLED AN ILLUSTRATIVE DRAFT NOTIFICATION OF A GENERAL CHARACTER FOR THE AUTUMN FORGE
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SERIES. (SEE TEXT BELOW) HE SUGGESTED THAT ALLIES CONSIDER THIS DRAFT CAREFULLY AND NOTED THAT IT SATISFACTORILY SKIRTED THE PROBLEM RAISED BY SEVERAL ALLIES THAT NOTIFICATION OF AUTUMN FORGE WOULD REQUIRE REVEALING MORE SPECIFIC DETAILS ABOUT THE EXERCISE SERIES THAN DESIRABLE.

5. THE US PROPOSAL ENCOUNTERED DETERMINED AND INSTRUCTED OPPOSITION ON THE FOLLOWING GROUNDS:

A. RATHER THAN INSPIRE CONFIDENCE, GENERAL NOTIFICATION OF THE EXERCISE SERIES MIGHT HAVE THE OPPOSITE EFFECT: (NETHERLANDS, FRANCE, FRG, DENMARK)

B. ALLIES SHOULD NOT "RUSH INTO" OVERALL NOTIFICATION THIS YEAR BUT SHOULD RECONSIDER THE US IDEA IN CONNECTION WITH AUTUMN FORGE '76. (UK, DENMARK, FRG, BELGIUM)

C. IF ALLIES WISH TO EXCEED LETTER AND SPIRIT OF CBM PROVISIONS, THEY SHOULD DO SO IN WAYS SUGGESTED IN THE CSCE/CBMS TEST, I.E., BY VOLUNTARY NOTIFICATION OF SMALLER-SCALE MANEUVERS: (DENMARK, FRANCE, FRG, BELGIUM)

D. US SUGGESTION WOULD RISK SETTING A POSSIBLY UNDESIRABLE PRECEDENT: (FRG, UK, BELGIUM, FRANCE, DENMARK)

E. ALLIES SHOULD NOT DRAW "UNNECESSARY ATTENTION" OF WARSAW PACT SIDE TO WHAT IS NOTHING MORE THAN A SERIES OF "NORMAL" MILITARY MANEUVERS: (FRANCE, DENMARK)

F. TO INITIATE CSCE/CBMS NOTIFICATIONS WITH ONE THAT IS IN THE SPIRIT OF THE DOCUMENT INSTEAD OF ACCORDING TO ITS PROVISIONS MIGHT CONFUSE THE OTHER SIDE: (DENMARK, FRANCE)

6. ONLY NORWEGIAN CHARGE (SELMER), CANADIAN CHARGE (ROY) AND ITALIAN PERMREP (CATALANO) SUPPORTED THE US POSITION IN GENERAL TERMS; ALTHOUGH ALL THREE QUALIFIED THEIR SUPPORT BY SAYING THAT THERE WERE BOTH ADVANTAGES AND DISADVANTAGES TO THE US PROPOSAL.

7. TURKISH PERMREP (ERALP) SAID THAT WHILE HIS INSTRUCTIONS WERE "FLEXIBLE", HAVING HEARD BOTH SIDES OF THE ISSUE HE WAS CONFIDENTIAL

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INCLINED PERSONALLY TO SIDE WITH THE MAJORITY OPPOSED TO THE US PROPOSAL.

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INRE-00 NSCE-00 SSO-00 /077 W
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O P 181855Z AUG 75
FM USMISSION NATO
TO SECSTATE WASHDC IMMEDIATE 3074

SECDEF WASHDC IMMEDIATE
INFO AMEMBASSY BONN PRIORITY
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C O N F I D E N T I A L SECTION 2 OR 2 USNATO 4273

8. DISCUSSION THEN TURNED TO ILLUSTRATIVE NOTIFICATION
TEXT CIRCULATED BY US DEL. TEST AS FOLLOWS: BEGIN TEXT.

1. WITH REFERENCE TO THE FINAL DOCUMENT OF CSCE DATED 1 AUGUST 1975, ESPECIALLY THE DOCUMENT ON CONFIDENCE-BUILDING MEASURES AND CERTAIN ASPECTS OF SECURITY AND DISARMAMENT, THE GOVERNMENT OF ----- HAS THE HONOR TO NOTIFY OF ITS FORTHCOMING PARTICIPATION IN THE "AUTUMN FORGE 75 EXERCISE SERIES." THIS COORDINATED SERIES OF REGULAR NATO AND NATIONAL/MULTINATIONAL FIELD TRAINING AND COMMAND POST EXERCISES WILL TAKE PLACE IN THE EUROPEAN AREA THIS FALL--BEGINNING IN EARLY SEPTEMBER AND ENDING IN EARLY NOVEMBER--AND INVOLVE FORCES COMMITTED TO ALLIED COMMAND EUROPE. THE PURPOSE OF THIS EXERCISE SERIES IS TO IMPROVE THE OVERALL DEFENSIVE CAPABILITIES OF ALLIED FORCES.

2. ALTHOUGHT THE FINAL DOCUMENT OF CSCE DOES NOT REQUIRE NOTIFICATION OF AN EXERCISE SERIES OF THIS TYPE, THE GOVERNMENT OF ----- IS VOLUNTARILY PROVIDING THIS NOTIFICATION IN THE SPIRIT OF THAT DOCUMENT. INDIVIDUAL COMPONENT EXERCISES
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IN THIS SERIES WHICH MEET APPROPRIATE CSCE CRITERIA FOR CONFIDENCE-BUILDING MEASURES WILL,, IN ADDITION, BE NOTIFIED INDIVIDUALLY IN KEEPING WITH CSCE PROVISIONS. IN THIS CONNECTION, IT SHOULD BE NOTED THAT TWO OF THE INDIVIDUAL EXERCISES IN THE AUTUMN FORGE 75 EXERCISE SERIES, "GROSSE ROCHADE" AND "REFORGER 75", EACH OF WHICH INVOLVE MORE THAN 25,000 TROOPS, WILL BE NOTIFIED INDIVIDUALLY IN ACCORDANCE WITH RELEVANT CSCE PROVISIONS. IN THE NOTIFICATIONS OF THESE TWO INDIVIDUAL COMPONENT EXERCISES UNDER THE AUTUMN FORGE 75 SERIES, INFORMATION WILL BE PROVIDED ON THE EXERCISE, ITS GENERAL PURPOSE, THE STATES INVOLVED IN IT, THE TYPES AND NUMERICAL STRENGTHS OF THE FORCES ENGAGED, THE AREA INVOLVED AND THE TIME-FRAME OVER WHICH THE EXERCISE WILL BE CONDUCTED.
END TEXT.

9. CONCERNING US DRAFT, FRENCH PERMREP (DE ROSE) SAID THA IN ANY CASE HIS GOVERNMENT WOULD HAVE DIFFICULTY WITH THE STATEMENT THAT AUTUMN FORGE WOULD INVOLVE "FORCES COMMITTED TO ALLIED COMMAND EUROPE". STREATOR OBSERVED THESE WORDS TAKEN DIRECTLY FROM THE PRESS RELEASE. RE PENULTIMATE SENTENCE IN DRAFT, ERALP SAID IF SUCH GENERAL NOTIFICATION WERE MADE ANKARA WOULD WISH THAT EXERCISE DEEP EXPRESS ALSO BE INCLUDED WITH THE TWO OTHER COMPONENT EXERCISES ON WHICH INDIVIDUAL NOTIFICATION WOULD BE MADE (GROSSE ROCHADE AND REFORGER).

10. PANSA REQUESTED THAT DELEGATIONS SEEK NEW INSTRUCTIONS ON THE BASIS OF COUNCIL'S EXCHANGE AND THAT POLADS CONFER ON MONDAY, AUGUST 11 ON CBM AND PUBLIC AFFAIRS ASPECTS OF AUTUMN FORGE. DATE FOR ANY FURTHER COUNCIL ACTION WILL AWAIT RESULTS OF POLADS DELIBERATION.

11. IN DETAILING BONN'S NEGATIVE REACTION TO THIS US PROPOSAL FOR CBM NOTIFICATION OF AUTUMN FORGE, FRG CHARGE (BOSS) SAID ON PERSONAL BASIS ALLIES MIGHT WISH TO CONSIDER SENDING TEXT OF AUTUMN FORGE PRESS ANNOUNCEMENT IN DIPLOMATIC CHANNELS TO WARSAW PACT NATIONS. BOSS SAID THIS HAD BEEN DONE IN PRIOR YEARS WITH NAC MINISTERIAL COMMUNIQUE. FRENCH PERMREP (DE ROSE) SAID HE THOUGHT THIS STEP WOULD CAUSE DIFFICULTIES FOR PARIS.

12. COMMENT: ALTHOUGH WE HAVE MADE THE STRONG CASE FOR NOTIFYING AUTUMN FORGE IN THE SPIRIT OF CBMS, IT IS CLEAR THAT MOST ALLIES OPPOSE NOTIFYING THIS EXERCISE SERIES IN CSCE/CBM CONTEXT. WE
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WE BELIEVE THAT TO PRESS THIS MATTER FURTHER, IN THE FACE OF STRONG NEGATIVE REACTIONS (ON INSTRUCTIONS) FROM MAJORITY OF ALLIES (INCLUDING ALL THE HOST COUNTRIES FOR THE AUTUMN FORGE COMPONENT EXERCISES, EXCEPT ITALY) WOULD NOT BE IN US INTEREST FOR TWO REASONS.

A) ALLIES MIGHT RECONSIDER THEIR SUPPORT FOR THE AUTUMN FORGE CONCEPT AND THE ASSOCIATED PRESS POLICY.

B) FRANCE MIGHT ENCOUNTER POLITICAL DIFFICULTIES WHICH COULD PUT IN JEOPARDY PLANNED PARTICIPATION OF FRENCH FORCES IN CERTAIN AUTUMN FORGE COMPONENT EXERCISES.

13. ACCORDINGLY, AND PER PARA 5, REF C, WE SUGGEST WE BE AUTHORIZED TO
EXPLORE FOLLOWING COMPROMISE ALTERNATIVES TO DIRECT AUTUMN FORGE DIPLOMATIC NOTIFICATION IN THE CSCE/CBMS CONTEXT:

A) THE BELGIAN SUGGESTION THAT, IN THE REQUIRED CSCE/CBM NOTIFICATIONS OF EXERCISES GROSSE ROCHADE AND REFORGER, THE ALLIES INCLUDE A STATEMENT THAT THESE EXERCISES ARE PART OF THE AUTUMN FORGE EXERCISE SERIES.

B) BOSS'S SUGGESTION (PARA 11 ABOVE) THAT THE AUTUMN FORGE PRESS RELEASE BE SENT IN DIPLOMATIC CHANNELS TO THE WARSAW PACT NATIONS. THIS MIGHT BE HANDLED BY HAVING HONORARY NAC PRESIDENT FORWARD NOTE TO OTHER CSCE PARTICIPANTS.

14. CONCERNING THE PRESS RELEASE, WE INTEND TO AGREE TO THE SACEUR/DENMARK PROPOSED ADDITIONAL PHRASE (SEE PARA 2 AND 3 ABOVE.

15. REQUEST GUIDANCE ON THESE AUTUMN FORGE QUESTIONS FOR USE IN

POLADS AUGUST 11. POLADS WILL MEET AGAIN ON AUGUST 12 TO DISCUSS
OTHER DBSMS ISSUES.
STREATOR

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<< END OF DOCUMENT >>

Message Attributes

Automatic Decaptioning: X
Capture Date: 18 AUG 1999
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Draft Date: 18 AUG 1975
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: RowellE0
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1975NATO04273
Document Source: ADS
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: 11652 GDS
Errors: n/a
Film Number: n/a
From: NATO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1975/newtext/t19750897/abbrzlkn.tel
Line Count: 276
Locator: TEXT ON-LINE
Office: n/a
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 6
Previous Channel Indicators:
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: A) STATE 187143 B) USNATO 4246 C) STATE 185396 D) STATE 179558
Review Action: RELEASED, APPROVED
Review Authority: RowellE0
Review Comment: n/a
Review Content Flags:
Review Date: 30 APR 2003
Review Event:
Review Exemptions: n/a
Review History: RELEASED <30 APR 2003 by BoyleJA>; APPROVED <06 OCT 2003 by RowellE0>
Review Markings:

Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
06 JUL 2006

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: CSCE/CBMS: THE AUTUMN FORGE EXERCISE SERIES
TAGS: MPOL, NATO, CSCE, PARM, PFOR
To: STATE
SECDEF INFO BONN
USNMR SHAPE
USCINCEUR
PRIORITY
Type: TE

Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 06 JUL 2006